



MEMORANDUM

DATE: February 25, 2009
For March 12, 2009 Hearing
Albert Elias
FROM: Albert Elias, AICP
Urban Planning & Design
Director

TO: Peter M. Gavin
Zoning Examiner

SUBJECT: REZONING – URBAN PLANNING AND DESIGN REPORT
C9-09-01 Sunset Ranch – Silverbell Road, R-1 to C-1 zone (Ward 1)

Issue – This is a request by Herbert Havins, on behalf of the property owners, Sunset Ranch Ventures, LLC, to rezone approximately 6.84 acres from R-1 to C-1 zoning. The rezoning site is located on the east side of Silverbell Road, approximately 2,185 feet northwest of Grant Road, between the Nursery Wash and Painted Sunset Circle (see Case Location Map). The preliminary development plan (PDP) proposes six, single story office buildings and nine, single story self-storage structures and an associated office.

Department of Urban Planning and Design Recommendation – The Department of Urban Planning and Design recommends approval of C-1 zoning, subject to the attached preliminary conditions.

Background Information

Existing Land Use: Residential – Sunset Ranch Mobile Home Park.

Surrounding Zones and Land Uses:

North: Zoned MH-1; Retail Nursery and Single family residential
South: Zoned R-1 and C-1; Single family residential
East: Zoned R-1; Single family residential
West: Zoned SR and R-1; Undeveloped and single family residential

Previous Cases on the Property: None.

Related Cases:

PA-07-07 Santa Cruz Area Plan Amendment. The plan amendment was approved and Resolution No. 20914 adopted by the Mayor and Council on March 25, 2008, to allow commercial development at the proposed rezoning site.

C9-99-20 Briggs – Silverbell Road R-1 to C-1. This was a request to rezone approximately 2.54 acres from R-1 to C-1 zoning. The rezoning site is located on the east side of Silverbell Road, approximately 1180 feet south of the rezoning site. Rezoning to C-1 was requested to allow the development of a restaurant with drive-through, 3,484 square feet in size, and an office and retail building, 16,940 square feet in size, within an existing shopping center to the south. The proposed buildings were one story with a maximum height of twenty-four (24) feet. The Mayor and Council authorized the C-1 zoning on January 10, 2000 and adopted Ordinance No. 9619. Building Permit #T01CM03781 was issued on December 3, 2001, effectuating the C-1 zoning.

Applicant's Request – The applicant requests C-1 zoning to allow the development of six single story office buildings and nine, single story self storage units and an associated office, on 6.84 acres.

Planning Considerations

The *Santa Cruz Area Plan* and the *General Plan* provide land use policy direction for the proposed rezoning site. Both *Plans* have policies that protect established residential neighborhoods by supporting compatible development. The *Santa Cruz Area Plan*, Key Parcel 12 policies recommend the use of appropriate design and buffering techniques to ensure that new non-residential developments are designed in a manner sensitive to established neighborhoods. Policies support a balanced mix of neighborhood commercial and office use on the rezoning site. When more intense uses are to be located adjacent to less intense uses, mitigation may be addressed through site planning and compatible design. The proposed use for office and self-storage is consistent with the *Santa Cruz Area Plan* (Key Parcel 12) Policy direction.

General Plan policies support developing commercial and office uses in the urbanized area, improving infrastructure, and meeting the residents' needs with convenient goods and services. Policies also recommend quality design and the protection of Tucson's urban vegetation to maximize its environmental benefits to the community.

General Plan policies call for preserving and enhancing Tucson's natural setting, urban form and community image. Programs should be developed to preserve natural open space areas that define the urban/rural edge of the community. An interconnected open space and trail system is to be implemented through cooperative public and private efforts, to meet the needs of pedestrians, bicyclists and equestrians. Measures are to be administered to provide the safe and orderly establishment of human activities and development.

Key strategic directions within the *Parks and Recreation Ten-Year Strategic Service Plan* are to provide accessibility to parks and recreation facilities; provide connectivity between parks, open space and recreational facilities; and protect natural resources. Connectivity Policies call for providing safe park system elements that are easily accessible, and connected via open space corridors and trail systems. Natural Resource Policies include balancing active and passive recreation, open space and parks; and providing open space connections between parks, facilities and natural resource areas in the community. The *Eastern Pima County Trail System Master*

Plan, the Silvercroft Wash Trail is designated as Trail #136. The Santa Cruz River Park, designated Trail #8 is a major river park in the City linking downtown, adjacent cities, other river parks, trails and many destination attractions. The Nursery Wash corridor along the north side of the subject project will provide an excellent trail corridor connecting adjacent neighborhoods as well as neighborhoods west of Silverbell Rd to Silvercroft Wash Trail and the Santa Cruz River Park.

The rezoning site is an irregularly shaped parcel with five sides. A non-conforming mobile home park, comprised of 47 spaces, has occupied the proposed rezoning site for fifty years. All the current mobile home units are privately owned. The site is larger than the area occupied by the homes and redevelopment of the full site will require the mobile home park use to be discontinued. The Arizona Mobile Home Parks Residential Landlord and Tenant Act addresses the tenant notification required of the landlord and potential relocation funds available for mobile home owners/tenants. Staff recommends that the applicant provide evidence of compliance with A.R.S. §33-1476.01 and any other assistance to the residents, at the time of development plan submittal.

Land uses surrounding the rezoning site include, single family residential subdivisions to the north, south, east and west. Undeveloped land and a few individual mobile homes are located across Silverbell Road, southwest of the rezoning site. A retail nursery is located on the northwest side of the parcel, across the Nursery Wash.

Vehicular access to the rezoning site is proposed from Silverbell Road. Silverbell Road, identified as an arterial roadway and a scenic route, with a future right-of-way of 150 feet on the *Major Streets and Routes Plan* map, is west of the rezoning site. Regional Transportation Authority Project (RTA) No. 5 will widen Silverbell Road from Ina Road to Grant Road. Project engineering, design and phased construction will be carried out through 2026. The Pima Association of Governments - Transportation Planning Division (PAG-TPD) estimates that the proposed development will generate 475 vehicle trips per day.

Design Considerations

Land Use Compatibility – The site is designed with approximately one-half of the property developed with six office buildings and the other with nine self-storage units. These units create a buffer between the onsite C-1 uses and the adjacent residences. The applicant proposes structures built with split-face block, stucco walls and metal roofing, designed with architectural detail on the rear and side walls comparable to the front façade. The offices and storage buildings will be similar in color, roofline, scale, mass, height and building materials to the surrounding residential development.

The design of proposed office and self-storage use is consistent with the design guidelines of the *Santa Cruz Area Plan*. The storage buildings are designed to be eleven feet in height and located at the perimeter of the site on the south, north and east property lines. The office associated with the storage unit Number 2, is delineated on the PDP as fifteen feet in height. Staff recommends

separating the storage development with security gates at the north and south access points from the office development. Access to the storage units should be allowed only during the proposed business hours of 7:00 A.M. to 7:00 P.M.

The office complex is comprised of buildings with footprints ranging from 2,000 to 8,000 square feet. Most of the office parking is located in the center of the site, between the proposed office structures. The office buildings are designed to be fifteen feet in height, with front facades facing toward the centralized parking area. The building heights and spacing will allow the preservation of view corridors through the site. As part of the scenic corridor requirements, the office buildings, designated on the PDP as One, Four, Five and Six, will be buffered along the Silverbell Road frontage by a proposed landscaped area, thirty feet in width. Staff does not anticipate the development to generate excessive traffic or noise.

The PDP shows one loading zone for the office complex area. Redesign of the site may be necessary to accommodate loading requirements of the *Land Use Code* or the applicant may seek a variance from the Board of Adjustment. The applicant is also required to provide a minimum of two-single or one-double wide solid waste storage/enclosure areas, for the purpose of storing one refuse and recycle container in each.

Staff recommends that any outdoor security lighting mounted on buildings should be placed below the roof line, and full cutoff, shielded downward, and directed away from adjacent residential parcels and roadways, to minimize impacts on adjacent areas. Parking lot light poles should not exceed the height of the proposed buildings and all lighting should be located to protect the privacy of adjacent residents. Staff also recommends screening all exterior mechanical equipment from view of the adjacent development, including the residences located at a higher elevation to the west.

Because the Nursery Wash corridor, along the north side of the project, will provide an excellent trail corridor connecting adjacent neighborhoods, as well as neighborhoods west of Silverbell Road, to Silvercroft Wash Trail and the Santa Cruz River Park, staff is recommending dedication of land, 25 feet wide, along this corridor to provide for the trail. The applicant should coordinate the trail dedication and Protected Riparian Area mitigation with the Office of Conservation and Sustainable Development and the City of Tucson Parks and Recreation Department.

Three landfill sites are located within proximity of the rezoning site. The state landfill site, located south of Fort Lowell on the west side of I-10, is approximately 2,417 feet from the rezoning site. The other two landfills are closed. Therefore, compliance with the requirements of Ordinance Number 8852 is not required.

Landscaping and Screening. An existing masonry screen wall, six feet in height, is located along the eastern perimeter of the rezoning site. A new 6-foot tall high masonry screen wall is proposed along the northern and southern perimeters. In addition, a new 6-foot tall masonry wall will be constructed to separate the office complex use from the self-storage entrance area. The applicant proposes graffiti resistant walls that incorporate decorative materials, varied wall

alignments and landscaping for those walls visible from a public right-of-way. The design will create visual interest and provide continuity between the office and self-storage buildings.

The design compatibility report includes a landscape rendering indicating that all four edges of the site are enhanced with landscape borders located inside the existing and proposed screen walls. Staff recommends that the trees planted along Silverbell Road frontage should be placed so that at maturity the canopies do not block the site signage.

Archaeological Resources. According to the archaeological records search conducted by the Arizona State Museum, one archaeological inspection may have been completed more than 25 years ago over the southernmost portion of the site, long enough for previously buried cultural deposits to become exposed. In addition, 27 archaeological properties, both historical and prehistoric sites, are recorded within a one-mile radius of the property. As a result, the Museum staff recommends that an archaeological inspection of the exposed portions of the property be conducted by a qualified professional archaeologist, before construction begins.

Drainage/Grading/Vegetation – Nursery Wash, located at the north edge of the rezoning site, flows in an unlined channel along the northwestern boundary of the site. The calculated erosion hazard setback for this wash is twenty-five feet from the top of the bank of the wash. As part of the RTA Project No. 5, the current dip crossing at Silverbell Road is to be replaced with a culvert or a bridge.

The rezoning site lies within the Silvercroft Wash balanced basin. The PDP indicates a narrow detention/retention basin along the eastern border of the project. It is likely that the developer will be able to build the project without detention/retention requirements due to the site's location in the downstream portion of the watershed, and the proximity to the Nursery Wash-Silvercroft Wash channel. This channel is concrete-lined to its confluence with the Santa Cruz River. Site soils are Hydrologic Type B and have moderate infiltration capabilities.

The applicant's Watercourse Environment Resource Report includes a mitigation plan for that portion of the property within the Nursery Wash floodplain. Five trees inventoried are located within the contiguous protected riparian area (PRA) associated with Nursery Wash. Two of the trees within the PRA will be removed and mitigated with five trees. The other three trees are to remain in place. If the removal of existing utilities preclude the preservation of the three trees, the applicant will be required to obtain a Development Standard Modification Request (DSMR) before submitting the Development Plan for review and approval. According to the Mitigation Plan, should the three trees removed, they would be replaced with nine trees.

On-site retention/detention, designed to harvest runoff, is proposed along the eastern twenty-three feet of the rezoning site. This area will also serve as a buffer between the rezoning site and the adjacent residential subdivision. Water harvesting is also proposed as part of the parking area design and the applicant is proposing the use of cool pavement, such as high albedo and pervious

pavement, around pedestrian and planting areas. The applicant proposes one tree for every four parking spaces within the parking areas.

Road Improvements/Vehicular Access/Circulation – Silverbell Road is designated as a scenic route on the Major Streets and Routes Plan (MS&R) map with a future right-of-way width of 150 feet. The existing one-half right-of-way width varies from 25 feet to 30 feet. The posted speed limit is 45 mph. Traffic signals exist at Goret Road (about 3000 feet north of the site) and at Grant Road/Ironwood Hills Drive. The nearest bus stop is located south of Painted Sunset Circle.

The Tucson Department of Transportation (TDOT) will require a Traffic Impact Analysis at the time of development plan review. In addition, TDOT will require that the developer provide pavement and striping to ensure that the Silverbell Road cross-section along the site frontage is complete, including the installation of an asphalt path, six feet in width, between Painted Sunset Circle the north side of the north driveway entrance.

The parking area access lanes (PAALs) within the storage unit development are shown as twenty-four feet wide on the PDP and will require traffic to be limited to one-way. Staff recommends clearly distinguishing all pedestrian crossings within the PAALs from vehicular areas. Staff also recommends that the applicant provide a vehicular turn-around point outside the entrance to the self-storage facility to allow traffic to exit without backing out and a turn around to accommodate commercial vehicles.

Conclusion – The rezoning proposal is, consistent with and supported by, the policy direction in the *Santa Cruz Area Plan* and the *General Plan*. The proposed use is a balanced mix of office and commercial/self-storage uses that is designed compatibly with the surrounding development. As proposed, the development will improve the visual quality of the streetscape and provide services for area residents. Subject to compliance with the attached preliminary conditions, approval of the requested C-1 zoning is appropriate.

Preliminary Conditions

PROCEDURAL

1. A development plan in substantial compliance with the preliminary development plan dated January 8, 2009, and the Design Compatibility Report, is to be submitted and approved in accordance with Section 5.3.8. of the *Land Use Code*. The Development plan shall include evidence of compliance with the Arizona Mobile Home Parks Residential Landlord and Tenant Act regarding tenant notification required of the landlord and the potential relocation funds available for mobile home owners/tenants, and documentation of other assistance provided to the residents.
2. The property owner shall execute a waiver of potential claims under A.R.S. Sec. 12-1134 for this zoning amendment as permitted by A.R.S. Sec. 12-1134 (I) in the form approved by the City Attorney and titled “Agreement to Waive Any Claims Against the City for Zoning Amendment”.
3. An archaeological assessment and survey shall be performed by a qualified archaeologist before any grading or other ground modification takes place. If cultural features or remains are found, testing and data recovery shall be completed as needed. Copies of testing plans, testing reports, data recovery plans and final reports shall be submitted to and approved by the City Historic Preservation Office prior to construction work commencing. If, during construction, human remains and/or associated burial items are discovered, ground disturbing activities in the vicinity of the discovery will cease, the discovery site will be secured, and the Arizona State Museum will be immediately notified as required under A. R. S. 41-865.
4. Any relocation, modification, etc., of existing utilities and/or public improvements necessitated by the proposed development shall be at no expense to the public.
5. “Safe by Design” concepts shall be incorporated in the development plan for review by the Tucson Police Department.
6. Owner/developer shall enter into a Sewer Service Agreement with Pima County that specifies the improvements to be made to Pima County's public sewerage system, and the timing of said improvements.
7. Five years are allowed from the date of initial authorization to implement and effectuate all Code requirements and conditions of rezoning.

LAND USE COMPATABILITY

8. Self-storage facility hours of operation are from 7:00 A.M. to 7:00 P.M. Entrance and exit points to the self-storage units shall be gated to provide security.
9. All outdoor lighting, (wall and pole mounted) shall be full cutoff, directed down and shielded away from adjacent parcels and roadways. Light standards shall not exceed the height of adjacent buildings.

Preliminary Conditions

10. All buildings shall be designed with “five-sided” architecture. Building facades at the rear and sides shall have architectural character and detail comparable to the front façade, including but not limited to color palette, non-glare roof material/lines, and exterior materials. A color palette and dimensioned elevation drawings shall be submitted as part of the development plan submittal to demonstrate compliance with this condition.
11. Building height shall not exceed eleven feet (11) in height for all self-storage buildings and shall not exceed fifteen feet (15) in height for all office buildings.
12. Self-storage roof design and material to match office complex roof designs. Same percentage on the mix of roof material, to include metal roof surfaces with glare resistance. Any flat roof surface area shall be a blend of earth tone colors.
13. All walls visible from a public right-of-way and/or adjacent to existing residential development, are to be graffiti-resistant and incorporate one (1) or more visually appealing design treatments, such as the use of two (2) or more decorative materials like stucco, tile, stone, or brick; a visually interesting design on the wall surface; varied wall alignments, (jog, curve, notch, setback, etc.); and/or trees and shrubs in voids created by the wall variations. The design of the wall shall be consistent with the overall architectural design theme of the office and self-storage development. A wall detail shall be provided as part of the development plan submittal to demonstrate compliance with this condition.
14. Six (6) inch wide fence block or greater shall be used for perimeter walls.
15. All exterior mechanical equipment shall be ground mounted and screened from view from the surrounding properties and public roadways.
16. Development plan shall include a site plan with outlined view corridors and include on a separate sheet, dimensioned west view elevations (cross-sections) for the entire Silverbell Road frontage to demonstrate view corridors are being preserved in place along the scenic route corridor of Silverbell Road.
17. The developer/owner shall dedicate in fee simple to the City of Tucson, sufficient land to provide a 24 ft. wide corridor measured from top of bank of Nursery Wash and along the full length of the north side of the subject project and shall:
 - a. Install landscape screening along and for the length of the north side of the subject project that at maturity shall be sufficient to obscure 75% of the building wall areas facing the Nursery Wash corridor.
 - b. Provide a gated entry from the subject project to the Nursery Wash corridor.

Preliminary Conditions

- c. Install a masonry/wrought iron view wall, without barbed wire or razor wire along and for the length of the north side of the project to promote visibility and safety for trail corridor users and to avoid creating a walled-off open space corridor

DRAINAGE/GRADING/VEGETATION

18. Should buffelgrass be present on the site, a buffelgrass mitigation management plan shall be created for the site as a component of the Native Plant Preservation Plan portion of the Landscape Plan.
19. One canopy tree shall be planted for every four parking spaces, within vehicle use areas.
20. Rain water harvesting must be conducted at this site per the requirements in Land Use Code (LUC) section 3.7.1.1.A, requiring that landscaping should accomplish natural resources conservation; LUC Section 3.7.4.3.B requiring integration of grading, hydrology and landscaping to make the maximum use of stormwater for on-site irrigation; and LUC Section 3.7.4.5.B requiring that stormwater and runoff harvesting be used to supplement drip irrigation for both new and preserved vegetation. Techniques to design and implement water harvesting are described in the City of Tucson Water Harvesting Guidance Manual. This document can be downloaded as a pdf file from the following website: <http://dot.ci.tucson.az.us/stormwater/>.

To comply with the above-referenced LUC sections, rainwater harvested from building roofs, sidewalks, and parking lots shall be employed to assist in supporting landscaped areas including parking lot tree wells, landscape buffers, sidewalk plantings, and other vegetation locations at the site. Site plans shall include Water Harvesting Plan & Detail sheet(s) showing all water harvesting locations at the site including common areas, perimeter buffer areas and any retention/detention basins and should include the length, width and finished depth of the water harvesting areas, curb openings, raised walkways, use of mulch, and drainage arrows showing runoff routing to each water harvesting area and information on where overflow will be routed. Consult the Office of Conservation and Sustainable Development prior to the development of water harvesting plans.

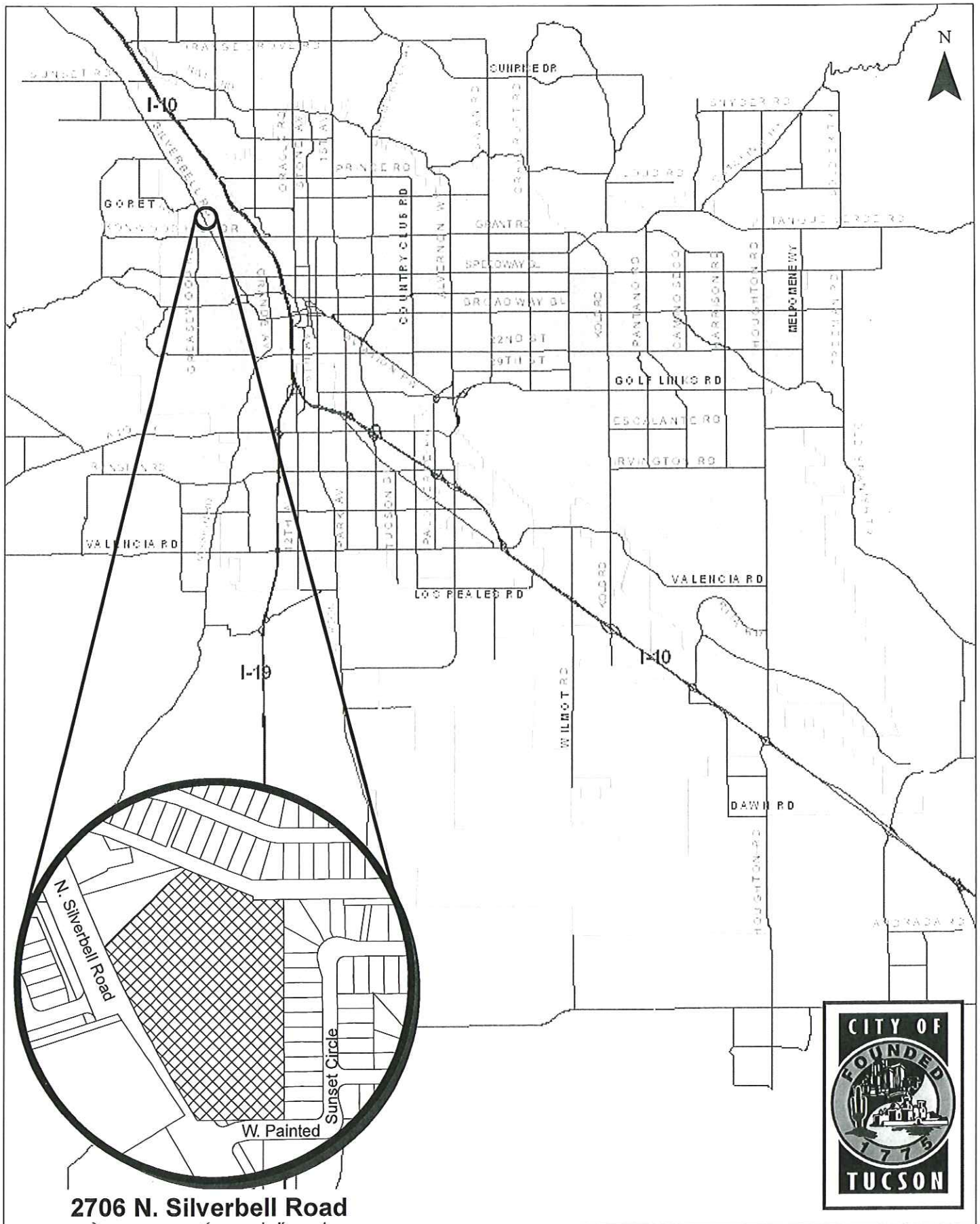
ROAD IMPROVEMENTS/VEHICULAR ACCESS/CIRCULATION

21. Provide a vehicular turn-around point outside the entrance to the self-storage facility to allow traffic without authorized access to exit without backing out. Turn around to accommodate commercial vehicles.
22. All pedestrian paths required to cross or occur within Parking Area Access Lanes (PAALS) shall be identified clearly and distinguished from vehicular areas by materials such as but not limited to; brick, concrete pavers, scored or patterned colored concrete, textured and raised surfaces, or other materials as may be approved by the Department of Urban Planning and Design staff.

Preliminary Conditions

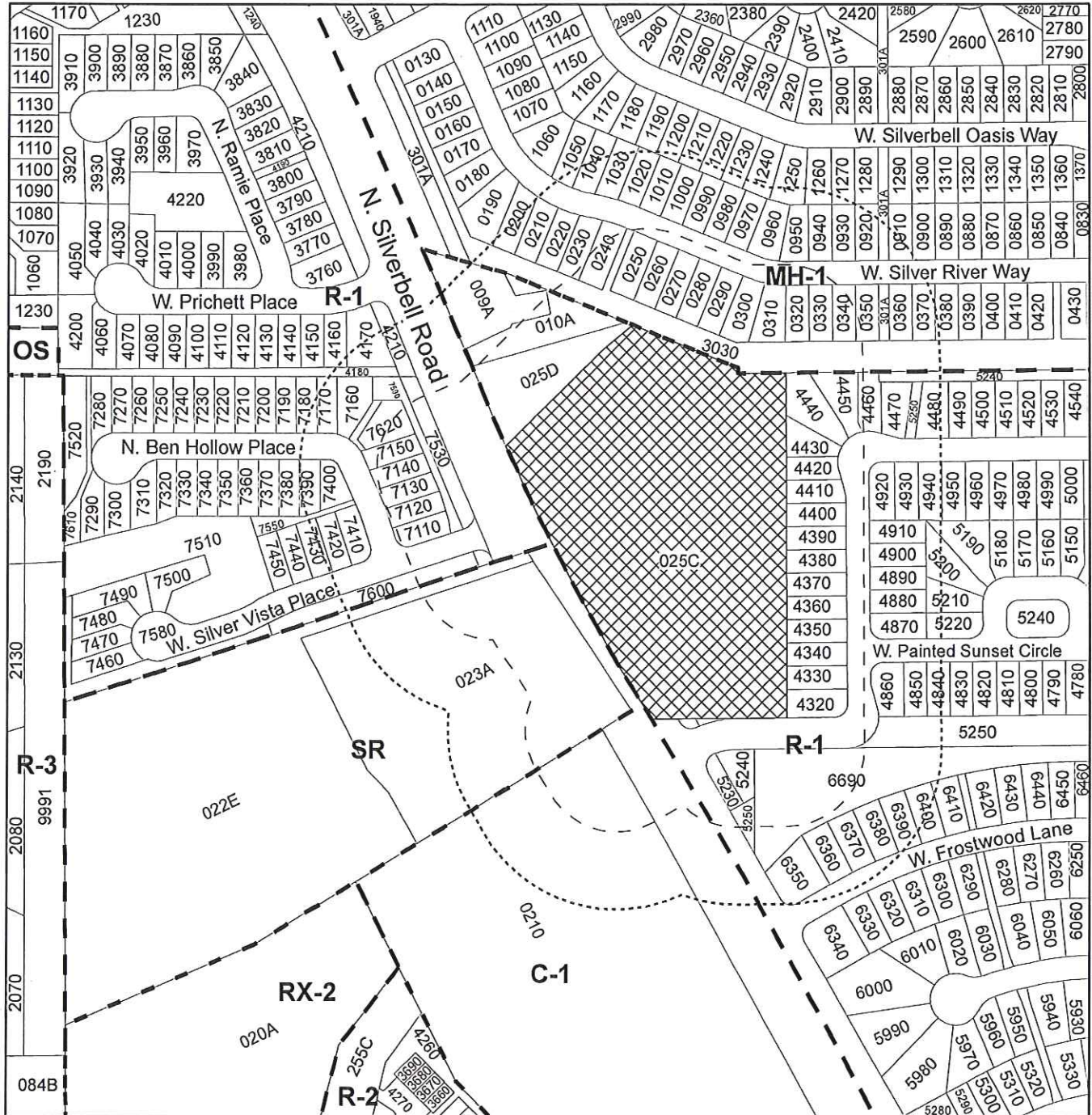
23. Access along Silverbell Road shall be limited to two access points. All access drives shall be in conformance with the Transportation Access Management Guidelines for the City of Tucson.
24. The owner/developer shall provide a minimum of two-single or one-double wide solid waste storage/enclosure areas for the purpose of storing one refuse and recycle container in each. Each enclosure should be designed per DS 6-01.3.0 & 6-01.4.0."
25. The owner/developer shall dedicate, or verify the existence of, the east half right-of-way of Silverbell Road per the MS&RP. The owner/developer shall:
 - a. Install a continuous northbound right turn/deceleration lane on Silverbell Road to serve the site entrances, per TDOT standards.
 - b. Install the necessary pavement and striping to ensure that the Silverbell Road cross-section, along the site frontage is complete. This includes northbound and southbound travel lanes, a center left turn lane, a northbound right turn/deceleration lane and northbound and southbound bike lanes.
 - c. Install an asphalt path, six feet in width, along the Silverbell Road frontage of the site. The path shall begin at Painted Sunset Circle and terminate immediately north of the north driveway entrance and shall be located a minimum of 15' east of the eastern edge of the Silverbell Road pavement.
26. The Owner/Developer shall submit a Traffic Impact Analysis at the time of Development Plan review.
27. The Owner/Developer shall be responsible for the design and construction of the off-site improvements along Silverbell Road as identified in the Traffic Impact Analysis accepted by the City of Tucson.

C9-09-01 Sunset Ranch - Silverbell Boulevard



C9-09-01 Sunset Ranch - Silverbell Road

Rezoning Request: from R-1 to C-1



0 150 300
Feet

1 inch = 300 feet



Area of Rezoning Request



Protest Area (150 foot radius)



Notification Area (300 foot radius)



Zone Boundaries

Neighborhood, Area Plan(s): Santa Cruz Area Plan
Address: 2706 N. Silverbell Road
Base Maps: Sec.33 T.13 R.13
Ward: 1





C9-09-01 Sunset Ranch - Silverbell Road
February 2009 Aerial